



# Options for Operation and Governance of Wonford Health & Wellbeing Hub

Report to Stakeholders

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## 1.0 Introduction

- 1.1 Exeter Connect has commissioned Locality to develop a report to the key stakeholders to set out options for the operation and governance for the proposed Wonford Health & Wellbeing Hub.
- 1.2 Locality is the national membership network supporting local community organisations to be strong and successful. Locality believes in the power of community to transform lives and create a fairer society. Its 1,600 members create the services their community needs most in spaces where everyone belongs.
- 1.3 Within Locality's membership there are many community-led organisations across the country delivering health, wellbeing, sports and leisure services to their communities.

## 2.0 Aspirations for Wonford Health & Wellbeing Hub

- 2.1 Exeter City Council is working with the local community to support health and wellbeing in Wonford. In 2019 local residents were asked what changes they would like to see. (<https://thisiswonford.co.uk/wp-content/uploads/2022/12/Appdendix-1-CAG-Consultants-Engagement-Report-October-2019.pdf>). Based on the results of this consultation, it was proposed that a new Health and Wellbeing Hub be built, replacing the existing Community Centre and Sports Centre.
- 2.2 In August 2020 local residents were surveyed to understand their priorities for the Hub. There were responses from over 350 households, representing over 1000 people. The results of the survey can be found at <https://thisiswonford.co.uk/wp-content/uploads/2022/12/August-SurveyResults.pdf>
- 2.3 The survey revealed a wide range of social activities, and health and wellbeing services, that both adults and young people would like to see available within the hub. See Appendix 1. Aside from the sport facilities, some of the top rated health and wellbeing activities and other services included:
  - Fitness/Exercise classes for specific needs
  - Mental Health Support/Counselling
  - Stress and Relaxation therapies
  - Health & Wellbeing classes
  - Cooking classes
  - Therapy rooms
  - Community rooms
  - Skills advice – Finance, Jobs, Benefits, Housing
  - Creative Space (music/arts/craft/drama/dance)
  - Youth provision
- 2.4 The current plans will refurbish the existing Leisure and Community Centre buildings, with a small amount of demolition and rebuild to provide a central space to bring the two existing buildings together in a much more cohesive and community-focused way.

This will see the following elements within the hub building and its surrounds:

- Central Reception
- Existing Community Hall
- Café & Community Area
- Youth Club
- Climbing Wall
- 1<sup>st</sup> floor Studio
- Existing Gym and changing rooms
- Existing Spinning Studio
- Existing Sports Hall
- Football facilities
- MUGA
- The GP Surgery will stay on its current adjacent site with a footpath connecting the two buildings

- 2.5 Space & Place made an update report to the Sounding Board and Wonford COGS in Feb/Mar 2022 which identified a wide range of activities which would take place in the indoor and outdoor spaces reflecting the aspirations for the building from previous consultations with Wonford residents. (See Appendix 2)
- 2.6 It can be seen by the breadth of provision in the above, that the new Health & Wellbeing hub will be a 'one-stop shop' for a range of complementary facilities and services covering the social, health and wellbeing, and sports needs of the community. There is obvious symbiotic connection between each of these facilities and services, and also to some of the wider determinants of health and well-being; being the diverse range of social, economic and environmental factors which impact on people's health.
- 2.7 Exeter City Council has ambition for a non-profit organisation to partner with the council in the Wonford Health & Wellbeing Centre to:
- Be led by and connected to the local residents of Wonford
  - Provide a one stop seamless public facing approach to all activities in the building
  - Deliver health and wellbeing services, either itself or through its partnerships
  - Access funding not accessible by the council

## 3.0 The External Context

- 3.1 It is worthwhile making note of some of the national and local drivers and agencies in relation to the health and wellbeing agenda and the role of local community sector bodies both now, and forward into the future, which are relevant to the delivery of a successful community well-being centre in Wonford. This is laid out in more detail in Appendix 1.
- 3.2 **NHS England**  
NHS England recognises that partnership working between the voluntary sector, local government and the NHS is crucial to improving care for people and communities. Integrated care systems help to bring the NHS, local government and their voluntary, community and social enterprise sector partners together to plan and deliver services, to improve the lives of people in their area.
- 3.3 **Integrated Health and Wellbeing Services:**  
The Integrated Health and Wellbeing Service (IHWS) model has been adopted in several places across the country. It is often commissioned by local authorities as a single point of access for health and wellbeing services, supported by local organisations.
- 3.4 Locality has recently produced two reports highlighting the role of Community Anchor Organisations (CAOs) in delivering services that prevent ill health and affect the wider determinants of health. The two reports, which draw from the work and experiences of CAOs in locality's membership, are summarised here:

- 3.4.1 Publication: 'The impact of community anchor organisations on the wider determinants of health' (March 2022) -  
<https://locality.org.uk/reports/community-anchors-and-the-wider-determinants-of-health>

The research illustrates the depth and breadth of impact that CAOs have on the wider determinants of health in their communities. By delivering a wide range of services, activities, groups, and amenities in one place, these organisations can take an individualised, whole-person approach to support. They can build and maintain strong relationships with a wide range of community members, particularly those marginalised, disadvantaged, and furthest from traditional or statutory support services.

CAOs play a unique and important role in fostering healthy communities and tackling health inequalities, often in the country's most deprived neighbourhoods.

- 3.4.2 Publication: 'Creating health and wealth by stealth - Community anchor organisations, prevention services, and the wider determinants of health' (Jan 2023) - <https://locality.org.uk/reports/creating-health-and-wealth-by-stealth>

There are a set of five recommendations for CAOs themselves. These aim to support the increase of their involvement in health system prevention services, including by:

- Understanding and communicating to the health system the value of the CAO approach for the wider determinants of health
- Find the right contacts within Integrated Care Partnerships
- Connecting with local Primary Care Networks

- Tackling local priorities with other VCSE partners
- Demonstrating their ability to meet the rigours of current health system contracts

### 3.5 One Devon

The One Devon Partnership is a new committee that includes a range of organisations and groups who can influence people's health, wellbeing and care.

It recognises that: *"The voluntary and community sector (VCSE) sector play a crucial role in supporting people to stay safe and well in their local communities. We work in partnership with a range of VCSE organisations to help us make decisions that improve services and outcomes for people and communities."*

### 3.6 Eastern Local Care Partnership (ELCP)

The ELCP, which came into existence formally in July 2022 as part of the new integrated care system, aims to provide a platform for better-integrated care across Devon, respond to local needs, and keep people well and supported in their own communities.

#### Wellbeing Exeter

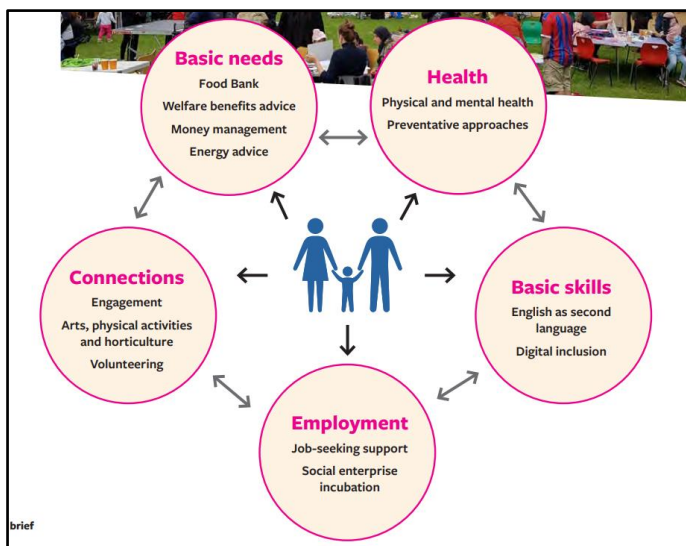
Wellbeing Exeter works alongside people to discover and develop opportunities and ideas on how to live and feel better and get connected to what matters to them. Wonford already has a Community Builder and a Physical Activity Organiser working in the community.

## 4.0 Case Studies

- 4.1 From the previous two sections it can be seen that it would be desirable for a strong community-led not-for-profit organisation within the Wonford Health & Wellbeing Hub to provide community reach and connection; work with in partnership with local care networks and health providers; through their activities and services address the wider determinants of health in the community; and in times of public-sector austerity, access alternative sources of funding to deliver services and activities to the Wonford community.
- 4.2 Many of Locality's 1,600 members deliver a range of social, health and wellbeing, sports and leisure provisions as Community Anchor Organisations in their communities. The following case studies highlight some of these and look at what and how they deliver, their governance, and some of their financial models.
- 4.3 **Bromley by Bow Centre** - [www.bbbsc.org.uk](http://www.bbbsc.org.uk)  
Based in Tower Hamlets, East London, and with a history dating back to 1984, the model is a partnership of two organisations – the Bromley by Bow Centre (a community centre and charity) and the Bromley by Bow Health Partnership (a set of three GP practices). They reach an estimated 6,000 people via the community centre and 27,000 patients, with a shared aim of improving the health and social circumstances of the local population. The Bromley by Bow model has developed through various eras over the 35 years of its existence (<https://www.bbbsc.org.uk/about-us/our-history/>).

What:

A holistic range of over 40 services and activities and spaces including: Health and wellbeing, Employment training, Advice Services (social welfare, energy etc), Skills courses (Creative/gardening etc), Adult social care, Café, park, Church etc.



How:

The charity, in partnership with the NHS-funded Bromley by Bow Health Partnership, works to deliver a multi-disciplinary, person-centred approach that helps address interrelated financial, social and health problems. Local people work with them to jointly develop services and activities important to themselves and others. Volunteers start neighbourhood groups and enterprises to build local capacity.

A first responder team interacts with individuals and families, many in crisis requiring

skilled support and rapid triage. A social welfare advice team manages complex casework. The centre also has an energy advice team and an employment programme for people with disabilities. People referred with mental health issues engaged with a specialist social prescribing service and can attend link worker support sessions

#### Governance:

Company limited by guarantee and registered charity formed in 1994. Currently 9 members of the board (max 15) who are elected by the charity's membership at AGM. Trustees are a mix of local residents and others who bring a broad range of skills and experience and are familiar with the area.

The Board has developed a skills and diversity matrix which analyses the Board's composition and also helps identify prospective trustees. The key areas of skill and diversity which have been identified are listed below.

- Sector experience (private, public, third or multiple sectors)
- Gender / ethnicity / culture
- Skills / experience:
  - Church-related and faith-related matters
  - Creative sector
  - Education
  - Finance
  - Fundraising
  - General management and business
  - Health
  - HR management and coaching
  - Insurance
  - Legal
  - Local knowledge and partnerships
  - Marketing and communications
  - Property
  - Service delivery
  - Technology
  - The arts
  - Third sector and social enterprise
  - Youth

#### Finance:

Turnover (2022) £3.2m down from c. £4m the previous year. Total Expenditure £3.7m They have recently sold a health centre to clear debts and enable an organisational restructure.

The broad sources of the Centre's funding in recent years are shown below.

Nature	Source	2021-22	2020-21
Restricted	Statutory	54%	41%
	Corporate	12%	11%
	Housing Associations and Social Landlords	3%	2%
	Trusts	4%	15%
	<b>Total</b>	<b>73%</b>	<b>69%</b>
Unrestricted	Income from hire of space	10%	8%
	Other activities	17%	23%
	<b>Total</b>	<b>27%</b>	<b>31%</b>



**Charles Burrell Centre** (<https://www.charlesburrellcentre.org.uk/>):

Charles Burrell Centre (formed 2015) is a thriving community and business centre on the Barnham Cross estate in Thetford, Norfolk. The original site was an abandoned school. CBC creates jobs, supports businesses, offers training, improves mental health, facilitates community space and provides volunteering opportunities.

Norfolk County Council have seen the value in the Charles Burrell Centre's integrated model of support and want to scale it up to see if it translates county-wide. There is an understanding that integration with CAO services is key and support needs to go beyond just NHS care, but in a way that promotes partnership to avoid duplication.

**What:**

50+ organisations are now based there, offering a range of quality services, and hundreds of regular activities under one roof. Some of their tenants include Tiger Fitness (fitness suite), Centre Stage (performing arts studio), and West Suffolk College (offering support, education and training to people of all ages and backgrounds). The Centre is home to around 55 permanent tenants and is regularly used by a variety of other organisations on a sessional basis. A sizeable number of organisations use the Centre on a sessional hire basis including Childrens Services; Adult Learning Services; The Probation Service; NHS; Citizens Advice Bureau, and other specialists to provide support into the community (NHS health MOT; domestic abuse charities; children with SEND needs etc). A majority of the service users are of a charitable nature and include Mancroft Advice Project and Thetford Toy Library. CBC has a unique food trinity for the region of a Social Supermarket, a community cafe and training kitchen. The Burrell Shop provides good quality, affordable food to everyone in the local community. The Engine Room is a community café. The Burrell Kitchen is a purpose-built training kitchen with 8 workstations in addition to a teacher demo station. The primary motivation for building the training kitchen is to work with local residents, both adults and children to improve their confidence around cooking meals for themselves and their families and help to increase their confidence around food and how to make the most of the ingredients that are available to them.

**How:**

12 staff including: CEO, Finance Manager, Centre Assistant, Receptionist, Duty Manager, Finance Assistant, Shift Manager, Cafe Manager, Engine Room Assistant, Burrell Shop Assistant, Centre Caretaker, Volunteer Caretaker.

**Governance:**

Legal form: Community Benefit Society (no. 7064) with Charitable form. The Engine Room Café is a wholly owned trading subsidiary (Co Ltd by Shares). Governed by a board that represents the interests and people at CBC. These include: 5 individuals who are either town, district or county councillors (some are two or all three); 3 tenant representatives; one CBC member representative. Inevitably many of the Board Members are involved in multiple organisations and could easily have perceived conflicts of interest. These conflicts are known and board members are required to leave the room for the discussion and do not vote when items are discussed which they may have a conflict in. For example, tenant representatives do not take part in discussions specifically relating to their own lease

**Finance:**

Turnover £431,650; Assets: £64,710; 232 Community share capital. Income streams: Grants to support core costs and provide services; Sessional hire income; Tenant lease income; trading income (shop & café); donations and fundraising.

#### 4.5 **Southern Brooks Community Partnerships:**

Southern Brooks is a community anchor charity building connections and providing support to help individuals and communities thrive in South Gloucestershire since 1988. It delivers high-quality community development and health and wellbeing services that support individuals and communities, helping people achieve what matters to them.

Their Health and Wellbeing teams maintain the One You South Gloucestershire Wellbeing offer so people are coached in making sustainable changes in their lives, and there has been a growth in social prescribing. The model has proven to be successful and they are now adapting it to work with particular groups from physical activity to hospital discharge. The team facilitate peer support groups to support community members with a wide range of needs, and particularly in relation to mental health. The focus on developing the social networks of individuals here is key.

A Sustainable Communities teams continue to work closely in Priority Neighbourhoods to support local communities build on their strengths.

##### **What:**

It delivers high-quality community development and health and wellbeing services that support individuals and communities, helping people achieve what matters to them. Their activities include: 'Improve my Wellbeing' (physical and mindful, social and support groups, information and drop-ins, one to one support); Gardening and allotments, Memory cafe; Community Cohesion; Voluntary / Community group support etc.

Their Health and Wellbeing teams maintain the One You South Gloucestershire Wellbeing offer so people are coached in making sustainable changes in their lives, and there has been a growth in social prescribing. The model has proven to be successful and they are now adapting it to work with particular groups from physical activity to hospital discharge. The team facilitate peer support groups to support community members with a wide range of needs, and particularly in relation to mental health. The focus on developing the social networks of individuals here is key.

A Sustainable Communities teams continue to work closely in Priority Neighbourhoods to support local communities build on their strengths.

##### **How:**

Southern Brooks has around 50 staff and works with a wide range of partners including the Primary Care Network, Church bodies, local authorities, and funders. As the voluntary and community sector lead locality partner for health and wellbeing Southern Brooks is a core member of the South Gloucestershire Locality Partnership and the Keep it Local group. South Gloucestershire Council has identified Priority Neighbourhoods and commissions Southern Brooks to provide community development in three neighbourhoods. Southern Brooks is also part of a multi-agency Community Cohesion Steering Group in South Gloucestershire.

##### **Governance:**

A Charitable Incorporated Organisation (CIO) since 2014 but was originally formed in 1988.

##### **Finance:**

Total income in 2022 £1.53m and Total expenditure £1.4m. Most income comes from charitable fundraising, funds from partner bodies and delivery of contracts. In 2021-22 Southern Brooks carried out all fundraising activities in house, principally by the Business Development Manager and the CEO. Fundraising activity has centred on applying for grants and negotiating funding agreements, and tasks have focussed on further developing relationships with existing funders, for example with South

- 4.6 **Highfields Centre (Highfields Community Association)** <https://highfieldscentre.ac.uk/>  
Highfields Centre first opened in 1974 as an inner-city community centre and is located in the heart of a vibrant and diverse community in Leicester. The centre and its co-located partner services provide a family oriented community, sports and arts learning centre and to serve Leicester's (and now extended to Leicestershire's) population, with a particular emphasis as a community anchor organisation for the Highfields area wide communities. Since December 2010, HCA has been fully responsible for the management and operation of Highfields Centre, following the transfer of the building and most of its staff & services from Leicester City Council to HCA.

**What:**

The centre houses a sports hall, fitness gym, youth wing, pre-school, music recording studio, photography and video suite, Digital Art Room, and classrooms, meeting rooms, IT suite, support services for textile workers, Main Hall and café. The Centre delivers a range of creative and recreational activities, events, projects and courses for young people aged 10-24 years, and a varied creative arts programme for all age groups and abilities. Highfields Centre leases spaces to a number of independent partner services including Daisies Child Care Ltd, Leicester Fitness Hub, and The Race Equality Centre (TREC).

**How:**

Around 17 employees.

**Governance:**

A company limited by guarantee and registered charity, it was established in 1972. The charity is organised operationally on a day-to-day basis by the Head of Centre and the charitable company is monitored via bi-monthly governing body and appropriate work groups as required. There are 6 current directors. Individuals and local groups in the Highfield area can become members of the Association on payment of a fee.

**Finance:**

Turnover (2022) £489,000. Total Expenditure £486,488 (staff costs £208K). The organisation is working towards achieving its objective of seeking economic independence through increasing self-generated income, and also has a well-established role in accessing non-local authority external funding contracts as a member of several different service consortiums.

- 4.7 **Livewire (Warrington) Ltd** – [www.livewirewarrington.co.uk](http://www.livewirewarrington.co.uk)

Locality was specifically asked to consider Livewire which represents a very different model for delivery of a health and wellbeing hub. Livewire was formed as a CIC by Warrington Borough Council to initially take over some sports facilities in 2012. Originally named Warrington Neighbourhood and Wellbeing Community Interest Company, Livewire has grown since and encompasses sports, library and leisure and healthy lifestyle services.

**What:**

The organisation is now the largest provider of leisure and library facilities in the town, operating three neighbourhood hubs, two leisure centres, 1 community hub (Bewsey & Dallam Community Hub – cost £4.3m) and 13 libraries. Leisure facilities include gyms, swimming pools, tennis courts and sports pitches, a wide range of library resources, and lifestyles support programmes and community outreach activities.

How:

Extensive staff and volunteers teams (over 400 employees: wages/salaries, social security costs and pension costs £7.2m at March 2022). Works in partnership with Warrington Borough Council with Livewire acting as operator for some of WBC's facilities. Livewire has a contract until May 2027 for delivery of Leisure, Libraries and Lifestyle services. Lifestyle services include smoking cessation, weight management, and Get back into Exercise programmes.

Governance: Community Interest Company (Ltd by Guarantee). 11 directors with wide range of experience (incl school governors, charity trustees, further education college, director of other local authority owned bodies, representatives of local business (BID / Chamber of Commerce) arts bodies, and NHS Foundation trust). It's articles of association ensures that local authority associated persons are kept below 20% of those able to vote on resolutions.

Finance:

March 2022: Turnover £9.1m. (Facilities income £5.2m; Council contracts 3.8m)  
Operating deficit £2.1m.

Warrington Borough Council have given a grant for 2022/23 of £2.5m for extra energy costs. There was also changes to services, deferral of rents and re-phasing of contract payments as it emerged from Covid 19.

## 5.0 Options for governance of Wonford Health & Wellbeing Hub

- 5.1 The following options should be seen as a catalyst for discussion and adaptation rather than anything set hard. In truth there are probably not many radically different proven options available, but as can be seen from the case studies and across the range of Community Anchor Organisations in Locality's membership across the country delivering on the health and wellbeing agenda, there will have been many nuances regarding the origins, politics and funding in a particular time and place, and local partnership structures in different locations that influenced their eventual forms and ways of operating.
- 5.2 **Option 1: A not for profit Community Anchor Organisation as lead body**
- 5.2.1 As can be seen from the previous sections and case studies, a not-for-profit community anchor that runs multiple health and wellbeing services and activities, and also works in close partnership with a range of health and other bodies, can deliver considerable benefit to their local community. It is a model that is replicated in numerous communities across the country. Because of the nature of health and wellbeing services and sources of funding, most community anchors have a charitable form (either CIO or a company limited by guarantee and also registered charity).
- 5.2.2 Operating in this way does not happen overnight and most organisations successfully delivering such services and working through partnerships have been established for many years. A multi-purpose community anchor usually requires numbers of highly capable staff and will have been significantly enabled through investment over a number of years. They will have become a trusted recipient of funding and a reliable partner for delivery of contracts. In addition, trustees/directors have gained experience over a number of years, or have been recruited to bring in key skills to the board.
- 5.2.3 In the case studies shown above and repeated across Locality's membership, the community hub or centre building is usually held by the anchor organisation on a freehold or long leasehold basis, providing a security of tenure for long term development.
- 5.2.4 Community Anchors work in partnership with a range of bodies and agencies and consideration will need to be given to how this can be enabled. Options include embedding services from other agencies in the hub; strategic partnerships formed with relevant bodies at a senior level (CEO); and a partnership/advisory group formed for Wonford to support the Trust in its work.
- 5.2.5 Assuming that a not-for-profit community anchor organisation to deliver services and take a lead role in the Wonford Health and Wellbeing Hub is seen as desirable, the options are either to work with an existing body or establish a new organisation to fulfil the role.
- 5.2.6 Option 1a: Adapting an existing charitable Community Anchor organisation (Wonford Community and Learning Centre) – WCLC - <https://wonfordclc.org.uk/>  
Wonford Community and Learning Centre is a company limited by guarantee

and a registered charity.

Its charitable objects are:

A TO PROMOTE THE BENEFIT OF THE INHABITANTS OF WONFORD AND THE NEIGHBOURHOOD (HEREINAFTER CALLED 'THE AREA OF BENEFIT') WITHOUT DISTINCTION OF SEX OR OF POLITICAL, RELIGIOUS OR OTHER OPINIONS BY ASSOCIATING THE LOCAL AUTHORITIES, VOLUNTARY ORGANISATIONS AND INHABITANTS IN A COMMON EFFORT TO ADVANCE EDUCATION AND TO PROVIDE FACILITIES IN THE INTERESTS OF SOCIAL WELFARE FOR RECREATION AND LEISURE-TIME OCCUPATION WITH THE OBJECT OF IMPROVING THE CONDITIONS OF LIFE FOR THE SAID INHABITANTS;

B TO ESTABLISH OR TO SECURE THE ESTABLISHMENT OF A COMMUNITY CENTRE (HEREINAFTER CALLED 'THE CENTRE') AND TO MAINTAIN AND MANAGE, OR TO COOPERATE WITH ANY LOCAL STATUTORY AUTHORITY IN THE MAINTENANCE AND MANAGEMENT OF SUCH A CENTRE FOR ACTIVITIES PROMOTED BY THE CHARITY AND OTHERS IN FURTHERANCE OF THE ABOVE OBJECTS

Turnover is regularly c £70,000 p.a. with hall income in F/Y to March 2022 being £44,535 and grant income (incl any capital grants) being £24,504. The charity has 4 FTE employees.

- 5.2.7 WCLC currently offer a number of activities delivered by itself and others that contribute to the health and well being agenda including: Pilates, Mobilates, Bone Health exercise class, Wonford Walking for Health group, Age UK Tea Dance, Boogie Bounce classes, Baby Group on Monday afternoons. It also operates a café, albeit on one day a week, and also youth club activities, both of which are proposed components of the new hub.
- 5.2.8 WCLC are therefore already in a relevant legal and charitable form and fulfilling some of the functions that would form a part of the lead role. In order to fulfil the maximum potential of this model, WCLC would need to scale up and broaden activities, deepen board skills, develop wider partnerships and attract significant capacity building support and financial investment to take the lead in operating the hub. However, if this option were taken up, a start could be made now to develop the charity, so as to be mostly in place by the time the centre opens. This would require some detailed planning and milestones/timeframes established to ensure it was fully operational by the time the Hub opened.
- 5.2.9 Option 1b: Forming a new charitable Community Anchor organisation for Wonford  
It would be possible to register a new charity to specifically take on the role of operation of the Health & Wellbeing Hub. However, registration of a charity has become more onerous in recent years with greater scrutiny of applications by the Charity Commission. The existence of a similar charity in Wonford (WCLC) might raise a query as to whether a new charity was necessary. It could be possible for WCLC to merge with the new charity and transfer its assets and leases etc to the new body.
- 5.2.10 A new charitable body would need the same level of capacity building support and financial investment as would be needed to develop WCLC. If this option were taken up, a start could be made now to develop the charity, with detailed planning and milestones/timeframes established to ensure it was fully



operational by the time the Hub opened.

**5.3 Option 2: Formation of a local authority initiated Special Purpose Vehicle (SPV) to operate the hub.**

- 5.3.1 Although a complete replication of the Livewire (Warrington) model is probably not likely unless Exeter City Council are minded to put all their sports and other facilities into such an entity, there is an option to draw on that model to some degree through the formation of a Special Purpose Vehicle (SPV) with a not-for-profit legal form to take on the operation of the Hub through a contractual arrangement.
- 5.3.2 Similar to Livewire, it could have individuals on the board from a range of backgrounds with a high skillset. There could be a place on the board for nominated representatives of WCLC, or else on an advisory/partnership group alongside other health and wellbeing stakeholders.
- 5.3.3 In terms of potential legal form, a simple not-for-profit form such as a Company Limited by Guarantee would be quick to set up, and could, if its' objects were wholly charitable, look to register as a charity at a later date. Similarly, a Community Interest Company (CIC) could be quick to set up as well and could be converted to a Charitable Incorporated Organisation (CIO) at a later date.
- 5.3.4 The entity would face the same issues as option 1 in needing to develop a business plan grow staff capacity and earned income and funding streams alongside an initial investment in order to be viable and fulfil the potential.

**5.4 Option 3: Exeter City Council take the lead role in operating the hub in partnership with a community-led charitable organisation and other stakeholders in a hub steering group**

- 5.4.1 In this option Exeter City Council would take a lead role in the new centre, taking responsibility for overheads and the main staff employment. A locally-led charitable organisation (that could be an expanded and enhanced WCLC) would have a role in being part of a steering group for the centre and work in partnership with city council staff to identify additional funding to supplement the activities provided by the Leisure Services element. These additional activities such as youth activities and other activities identified in the recent consultation could be provided by the charitable arm.
- 5.4.2 Such an arrangement would provide an immediate structure for the Hub to operate under, although as in 5.2.8 and 5.2.10, the charitable organisation would need some time to develop activities, deepen board skills, develop wider partnerships and attract significant capacity building support and funding for activities and its development. However, a start can be made on this now, so as to be mostly in place by the time the centre opens.

## 6.0 Summary of Options and Next Steps

- 6.1 The options presented in this report can be summarised as:

**Option 1: A not for profit Community Anchor Organisation as lead body:**

Option 1a: Adapting an existing charitable Community Anchor organisation (Wonford Community and Learning Centre)

Option 1b: Forming a new charitable Community Anchor organisation for Wonford

**Option 2: Formation of a local authority initiated Special Purpose Vehicle (SPV) to operate the hub.**

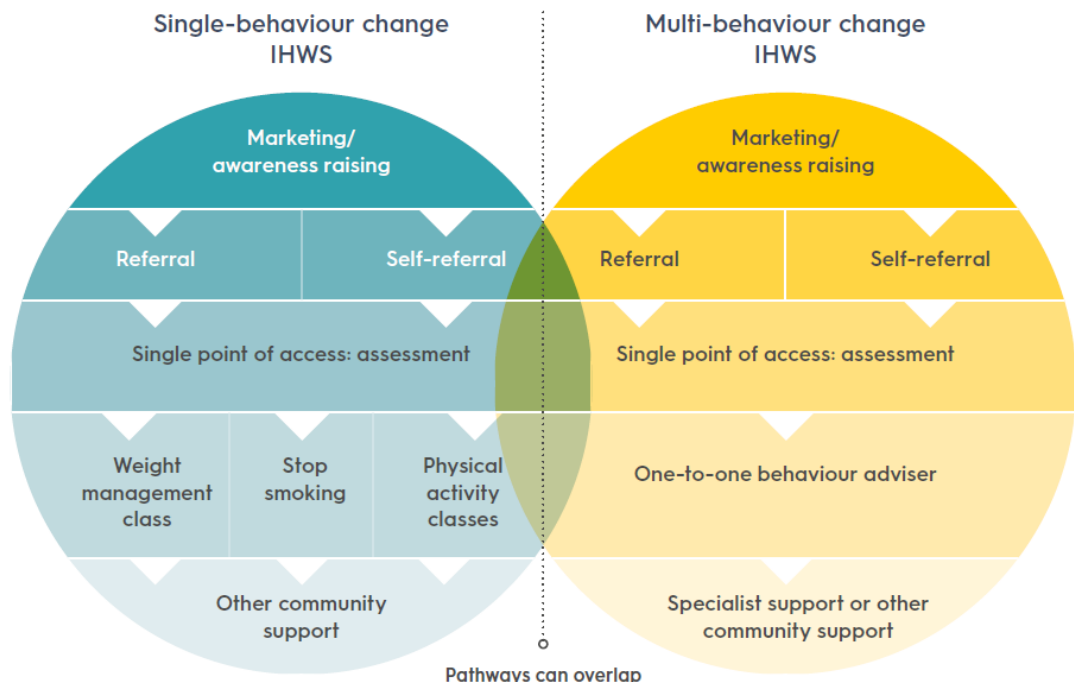
**Option 3: Exeter City Council take the lead role in operating the hub in partnership with a community-led charitable organisation and other stakeholders in a hub steering group**

- 6.2 Any of the above options are possible, but much depends on the wishes and intent of the stakeholders and the leadership and will to ensure that the chosen option succeeds.
- 6.3 A meeting has been convened for 8<sup>th</sup> March to discuss the options in this report and decide a way forward. It would be useful if the stakeholders were able to have considered and discussed the various options beforehand, and be prepared to discuss their first and second preferred options. The aim at the end of the meeting will be to have an agreed broad plan of action to move forward with indicative timeframes and actions to be undertaken by bodies and individuals concerned.



# Appendix 1 - The External Context

- 1.1 It is worthwhile making note of some of the national and local drivers and agencies in relation to the health and wellbeing agenda and the role of local community sector bodies both now, and forward into the future, which are relevant to the delivery of a successful community well-being centre in Wonford. This is laid out in more detail in Appendix 1.
- 1.2 NHS England  
NHS England recognises that partnership working between the voluntary sector, local government and the NHS is crucial to improving care for people and communities. The NHS Long Term Plan and NHS Five Year Forward View highlighted the need for closer working across these sectors to both improve care and support and address the wider determinants of health and wellbeing. Integrated care systems help to bring the NHS, local government and their voluntary, community and social enterprise sector partners together to plan and deliver services, to improve the lives of people in their area.
- 1.3 Integrated Health and Wellbeing Services:  
The Integrated Health and Wellbeing Service (IHWS) model has been adopted in several places across the country. It is often commissioned by local authorities as a single point of access for health and wellbeing services, supported by local organisations. They may involve a single adviser supporting an individual to change multiple behaviours. Or they may refer clients to one or more single behaviour change activities. The diagram, below, provides a visual comparison of the single and multibehaviour versions of the model.



- 1.4 Locality has recently produced two reports highlighting the role of Community Anchor Organisations (CAOs) in delivering services that prevent ill health and affect the wider determinants of health.

Community Anchor Organisations (CAOs):

- are independent and community led
- tend to be multi-purpose, employing staff, providing services and activities, and managing community assets, to tackle local challenges
- are committed to positive economic, social, or environmental change in their community, with any surplus funds reinvested in local impact
- generate a diversity of income streams, including trading goods and/or services
- provide a voice to local people in the shaping and delivery of community services

The two reports, which draw from the work and experiences of CAOs in locality's membership, are summarised in the next sections.

1.4.1 Publication: 'The impact of community anchor organisations on the wider determinants of health' (March 2022) - <https://locality.org.uk/reports/community-anchors-and-the-wider-determinants-of-health>

The research illustrates the depth and breadth of impact that CAOs have on the wider determinants of health in their communities. There are four key aspects of their impact:

- The range of population groups they support
- The range of wider determinants they address
- The impact they have on the quality of life of their broader communities
- The impact they have on the quality of life of those most impacted by health inequalities

1.4.2 Testimony from respondents highlights one overarching feature of the CAO delivery model that allows for such broad and deep impact – a holistic approach to support. By delivering such a wide range of services, activities, groups, and amenities in one place, these organisations can take an individualised, whole-person approach to support. This results in a wider offer that is complete, familiar, and trustworthy for the beneficiary. As such, they can build and maintain strong relationships with a wide range of community members, particularly those marginalised, disadvantaged, and furthest from traditional or statutory support services.

CAOs play a unique and important role in fostering healthy communities and tackling health inequalities, often in the country's most deprived neighbourhoods.

1.4.3 Publication: 'Creating health and wealth by stealth - Community anchor organisations, prevention services, and the wider determinants of health' (Jan 2023) - <https://locality.org.uk/reports/creating-health-and-wealth-by-stealth>

This report found 4 areas of learning from work with 20 CAO's:

- Maximising good practice – across pandemic partnerships learning, peer-led health promotion, and co-location of clinical services in CAO settings.
- Finding the right delivery approach – including 'Integrated Health and Wellbeing Services', and social prescribing.

- Achieving collaborative commissioning – through inclusivity and cultural competence, asset-based community development, and capacity and capability building.
- Measuring outcomes usefully – by understanding the impact of services on the wider determinants of health, and collecting data and monitoring impact in a meaningful way.

It presents 12 recommendations for the health system across the four areas above – at Primary Care Network, Integrated Care System, local authority, and national level. If embraced, these can help capture the significant and sustainable impact that CAOs have on the health and wellbeing of local people. There are also a set of five recommendations for CAOs themselves. These aim to support the increase of their involvement in health system prevention services, including by:

- Understanding and communicating to the health system the value of the CAO approach for the wider determinants of health
- Find the right contacts within Integrated Care Partnerships
- Connecting with local Primary Care Networks
- Tackling local priorities with other VCSE partners
- Demonstrating their ability to meet the rigours of current health system contracts

### 1.5 One Devon

The One Devon Partnership is a new committee that includes a range of organisations and groups who can influence people's health, wellbeing and care.

Its primary aim is drive integration by producing a strategy to join-up services, reduce inequalities, and improve people's wellbeing, outcomes and experiences. the Partnership includes representatives from the voluntary sector.

It recognises that: *"NHS trusts and clinical commissioning groups, local authorities, GPs and primary care colleagues, voluntary and independent sector partners, can only provide the type of care that people really need by working together."*

and that:

*"The voluntary and community sector (VCSE) sector play a crucial role in supporting people to stay safe and well in their local communities. We work in partnership with*

*a range of VCSE organisations to help us make decisions that improve services and outcomes for people and communities."*

One Devon has a number of ambitions including:

Ambition 3: The Devon deal

A citizens-led approach to health and care. We will adopt a new approach to reduce differences in care across the county and will work with communities to identify priorities and tackle the root causes of problems.

One Devon is engaged in the West End Health and Wellbeing Centre project, in Plymouth. Plymouth City Council and the NHS have joined forces to develop plans for a new, purpose-built health and wellbeing centre in the West End of the city in the vicinity of Colin Campbell Court. The Centre, which is at design stage, would include a range of services all under one roof, providing joined up services to people with the greatest health needs and lowest life expectancy in the city. It will have GPs, nurses, mental health service providers, other professionals and the voluntary sector working in a single

setting opening up the prospect for joined-up, seamless care. The project has been given approval to proceed to the detailed design phase by NHS England.

#### 1.6 Eastern Local Care Partnership (ELCP)

The ELCP, which came into existence formally in July 2022 as part of the new integrated care system, aims to provide a platform for better-integrated care across Devon, respond to local needs, and keep people well and supported in their own communities. In its first year, the ELCP has focused on:

- developing relationships with the voluntary and community sector.
- addressing prevention issues that significantly impact people's health and wellbeing, including loneliness and isolation, informal carers, and children's mental health.
- addressing health inequalities.

The partnership covers a large area – from Axminster to Okehampton, including Exeter – with a total population of around 400,000 people.

#### 1.7 Wellbeing Exeter

Wellbeing Exeter works alongside people to discover and develop opportunities and ideas on how to live and feel better and get connected to what matters to them. As a partnership it offers:

- Community Connectors who have knowledge of a wide range of local opportunities and are able to connect people to those that are right for them, with an emphasis on working things out together.
- Community Builders who support local residents and communities to grow their own ideas, try new things that bring people together, improve their wellbeing and make their community a better place to live.
- Community Physical Activity Organisers who focus on being more active as one of the 5 Ways to Wellbeing, working alongside individuals and communities to make physical activity part of their daily lives.

Wonford already has a Community Builder and a Physical Activity Organiser working in the community.

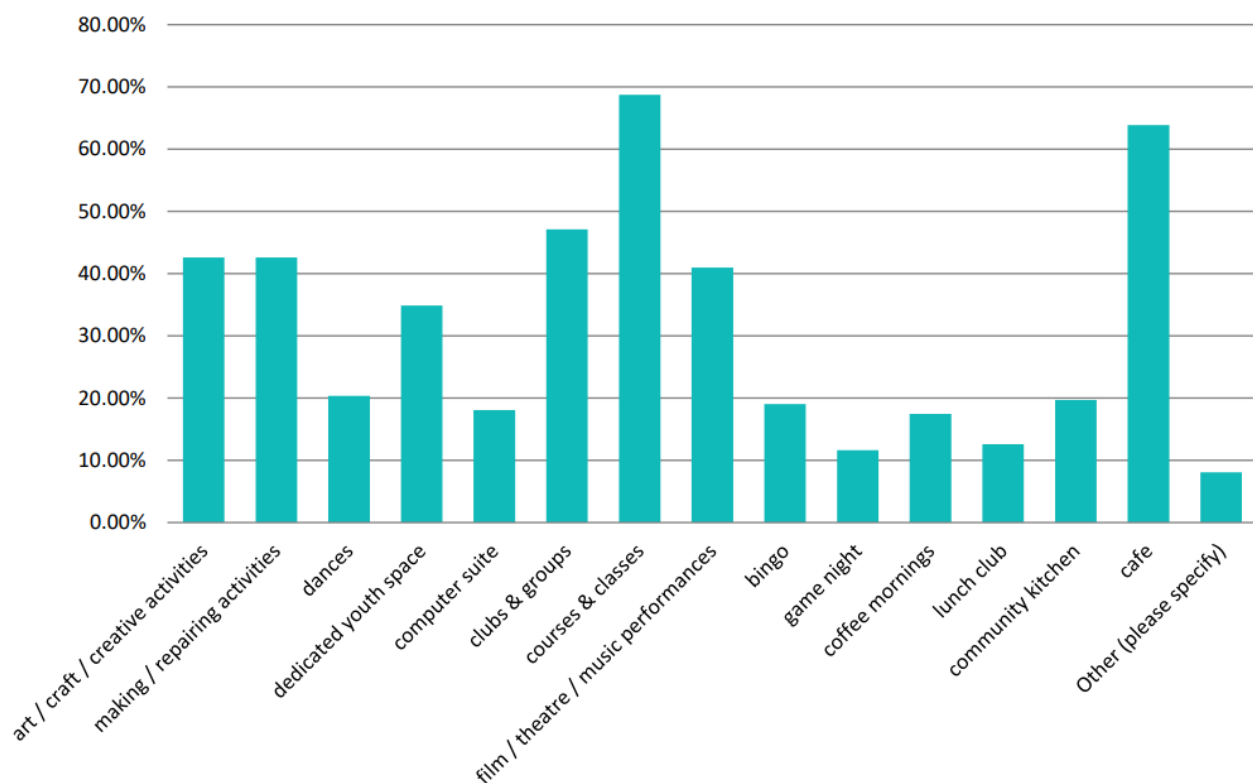
#### 1.8 Family Hubs and Start for Life Programme

The Government has recently introduced a Family Hubs and Start for Life programme (August 2022) - [Family Hubs and Start for Life Programme Guide \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1144444/family-hubs-and-start-for-life-programme-guide.pdf). While neither Devon County Council or Exeter City Council is one of the 75 local authorities on the programme, there may be some learning from the 7 authorities engaged in early pilots to develop Family hubs, which include Dorset Council.

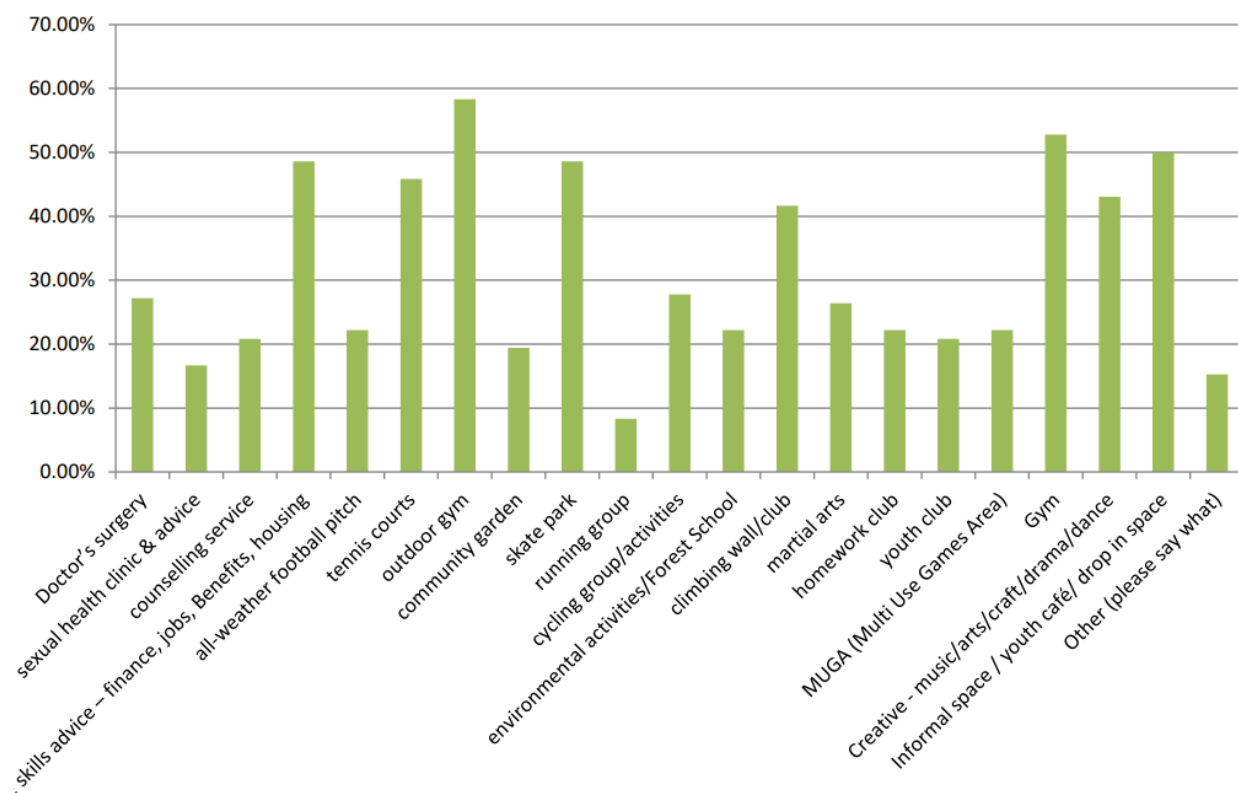
## Appendix 2 - Activities and Health & Wellbeing Services identified in Residents Survey August 2020

The following activities and health and wellbeing services were identified by Wonford residents in a survey conducted in August 2020. <https://thisiswonford.co.uk/wp-content/uploads/2022/12/August-SurveyResults.pdf>

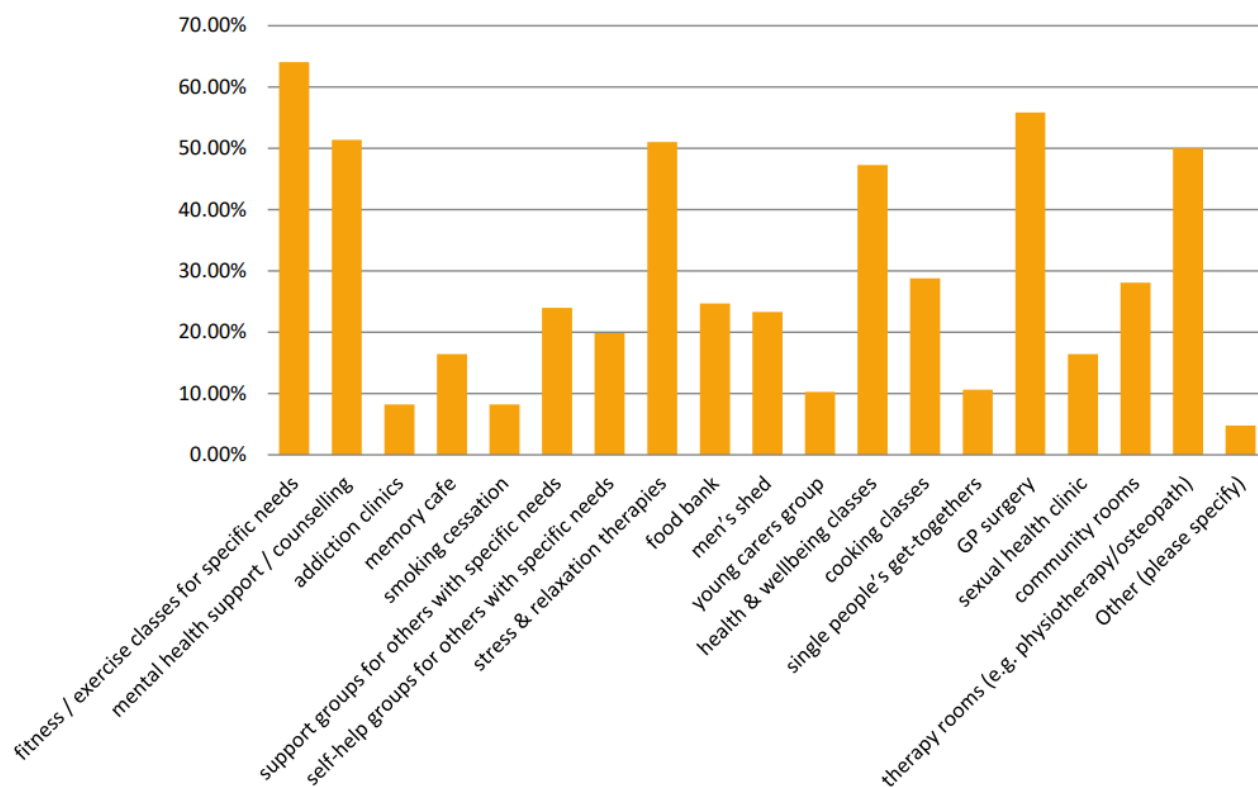
What 7 **social activities and facilities** you or your household would like to use in the new HWB Hub?  
(n=310)



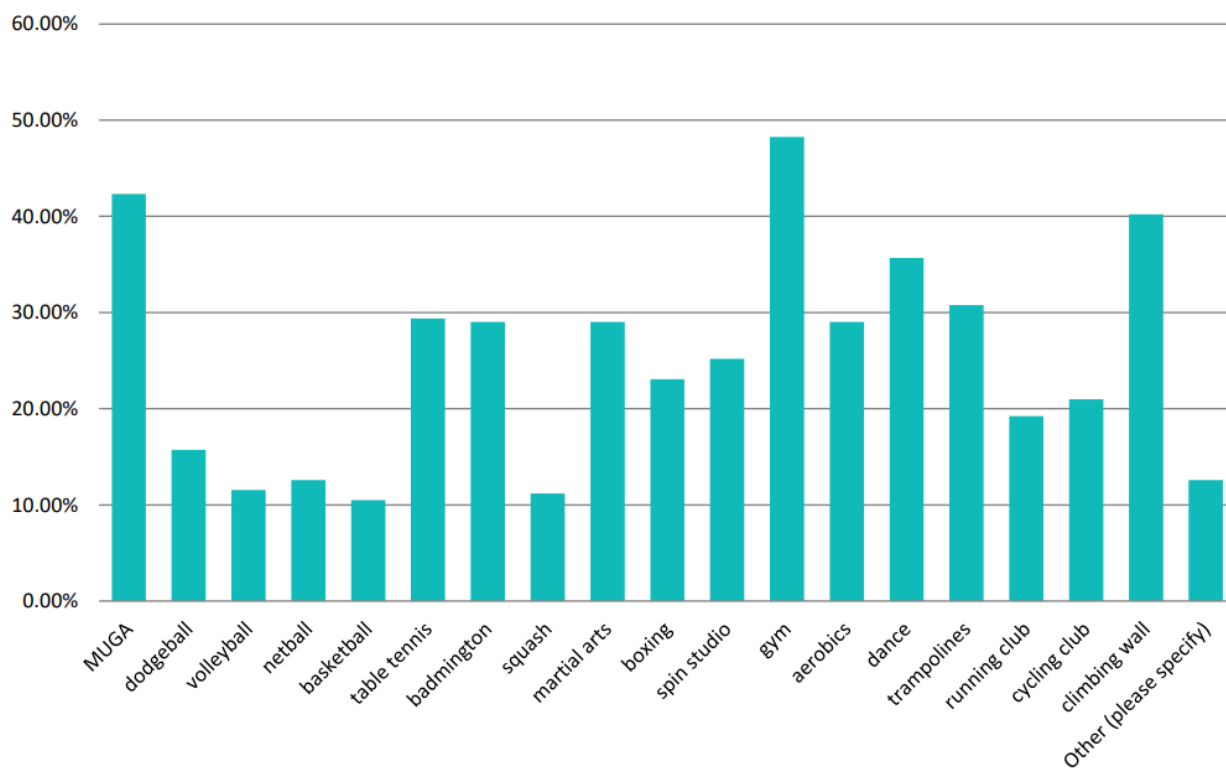
## What 10 things you'd like to have in a new Wonford Health and Well-Being Hub? (Young people n=72)



**What 10 health & well-being support services would you or your household like to use at the new HWB Hub?**  
(n=292)



What 10 **physical facilities & activities** would you or your household like to use at the new HWB Hub?  
(n=286)

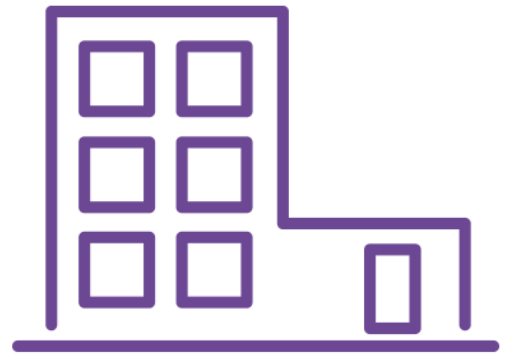




## Appendix 3 - Activities by room in the new Wonford Hub

Room type	Activities	Option 5	Option 6	Notes
Activity Hall (option 5) / Sports + Community Halls (option 6)	Sport Activities			
	Badminton (Recreational)	✓	✓	
	Badminton (Competition)	✓		
	Volleyball training	✓	✓	
	Volleyball	✓		Including 2 Training courts
	Basketball training	✓	✓	
	Basketball	✓		Including training goals
	Table tennis	✓	✓	
	Short mat bowls	✓	✓	
	Five-a-side soccer (Recreational)	✓	✓	
	Netball training	✓	✓	Restrictive pitch size in option 6
	Netball	✓		
	Cricket	✓		
	Hockey	✓		
	Five-a-side/Futsal	✓		
	Five-a-side softball	✓		
	Short tennis	✓	✓	
	Trampoline	✓	✓	
	Martial arts	✓	✓	
	Aerobics (Zumba etc.)	✓	✓	
	Boxing	✓	✓	
	Social/Other Activities			
	Clubs	✓	✓	
	Concerts	✓	✓	
	Conferences/meetings	✓	✓	
	Dance	✓	✓	
	Drama/Films	✓	✓	Social activities would take place in the Community Hall in Option 6 and in the Activity Hall in Option 5
	Receptions	✓	✓	
	Luncheon Clubs	✓	✓	
	Private functions	✓	✓	
	Bingo	✓	✓	
	Games night	✓	✓	
Café/Community area	Sport Activities			
	Climbing	✓	✓	
	Social/Other Activities			
	Coffee mornings	✓	✓	
	Life skill advice	✓	✓	
	Cooking classes	✓	✓	
	Food bank	✓	✓	
	Memory café	✓	✓	
	FoodCycle	✓	✓	
	Community Kitchen	✓	✓	
	Café	✓	✓	
Youth Club	Arts/Craft/Creative	✓	✓	
	Sport Activities			
	Table tennis	✓	✓	
	Social/Other Activities			
	Homework Club	✓	✓	
	Young carers Group	✓	✓	
	Arts/Craft/Creative	✓	✓	
	Clubs	✓	✓	
Studio	Sport Activities			
	Aerobics	✓	✓	
Spin Studio	Spin Class			
	Keep fit	✓	✓	
Gym Floor	Boxing	✓	✓	
	Yoga	✓	✓	
Community Studio	Social/Other Activities			
	Playgroups	✓	✓	
Outdoor Facilities	Counselling	✓	✓	
	Sport Activities			
Cycle Hub	Aerobics	✓		
	Yoga	✓		
Football Changing facilities	Keep fit + Zumba	✓		
	Social/Other Activities			
Skate-park	Playgroups	✓		
	Personal Care Group	✓		
MUGA (37m x18,5m)	Counselling	✓		
	Baby Group	✓		
Gym	Sport Activities			
	Cycling	✓		
Amphitheatre	Social/Other Activities			
	Making/Repair	✓		
Community Garden	Club	✓		
	Cycle Rental	✓		
Men's Shed	Sport Activities			
	Football	✓	✓	
GP's Surgery	Sport Activities			
	Skating	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Sport Activities			
	Netball	✓	✓	
Existing facilities to be kept and connected with the proposal in Option 6.	Basketball	✓	✓	
	Five-a-side football	✓	✓	
Existing facilities to be kept and connected with the proposal in Option 6.	Mini-tennis	✓	✓	
	Tennis	✓	✓	
Existing facilities to be kept and connected with the proposal in Option 6.	Sport Activities			
	Bootcamp	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Exercises	✓		
	Calisthenics	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Climbing	✓		
	Social/Other Activities			
Existing facilities to be kept and connected with the proposal in Option 6.	Community fairs	✓		
	Concerts	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Market	✓		
	Social/Other Activities			
Existing facilities to be kept and connected with the proposal in Option 6.	Environmental activities and talks	✓		
	Growing vegetables	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Social/Other Activities			
	Making/Repair	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Club	✓		
	Social/Other Activities			
Existing facilities to be kept and connected with the proposal in Option 6.	Treatment	✓		
	Counselling/Support	✓		
Existing facilities to be kept and connected with the proposal in Option 6.	Therapies	✓		







Locality is the national membership network for community organisations that bring local people together to meet local needs. Locality supports local community organisations to be strong and successful, helping them to build a fairer society. Locality provides specialist advice, peer-learning, resources, and campaigns to create better operating conditions for our members.

## Unlock the power in your community with us

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